

CALL FOR EVIDENCE FOR AN EVALUATION / FITNESS CHECK

This document aims to inform the public and stakeholders about the Commission's work so they can provide feedback and participate effectively in consultation activities.

We ask these groups to provide views on the Commission's understanding of the problem and possible solutions and to share any relevant information that they may have.

TITLE OF THE EVALUATION	Reskilling and upskilling – evaluation of individual learning accounts
LEAD DG – RESPONSIBLE UNIT	Directorate-General for Employment, Social Affairs and Inclusion, Unit B2 – Union of Skills
INDICATIVE TIMETABLE (PLANNED START DATE AND COMPLETION DATE)	Q1-2026 – Q2-2027
ADDITIONAL INFORMATION	–

This document is for information purposes only. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content. All elements of the initiative described by the document, including its timing, are subject to change.

A. Political context, purpose and scope of the evaluation

Political context

The [Council Recommendation](#) on individual learning accounts, adopted on 16 June 2022, seeks to increase adult participation in training in order to reduce skills gaps across Member States. Specifically, the Recommendation has two interrelated objectives:

- to support all working-age adults in accessing training, regardless of their labour force and professional status;
- to increase individual motivation to engage in upskilling and reskilling opportunities.

To achieve these objectives, the Recommendation calls on Member States to set up individual learning accounts (ILAs), allowing individuals to accumulate and preserve individual learning entitlements to fund training. To facilitate implementation, Member States are invited to set up an enabling framework, comprising career guidance and evaluation opportunities, a national registry of eligible opportunities, a single digital portal to access the individual learning account and national registry, as well as paid training leave.

The Recommendation directly contributes to the 2030 headline target of 60% of adults participating in training every year established by the [European Pillar of Social Rights Action Plan](#) and endorsed by EU leaders. The [Union of Skills](#) further supports the implementation of ILAs in the Member States as a key initiative to empower all people to upskill and reskill, regardless of their employment status.

Purpose and scope

The Council Recommendation requires the Commission, in cooperation with Member States and after consulting social partners and stakeholders, to assess the initiative's progress and report to the Council by 16 June 2027.

The evaluation will assess the implementation of the Council Recommendation according to the following criteria:

- Effectiveness: the extent to which the Recommendation has achieved its objectives;
- Efficiency: whether its implementation has managed to be cost-effective, balancing costs and benefits for achieving its objectives;
- Coherence: its internal consistency and external coherence with other EU, international and national policies, especially in the area of employment and skills;
- Relevance: whether the Recommendation remains fit for purpose in the light of its initial objectives and of wider societal developments;
- EU added value: the extent to which the Recommendation has delivered additional results compared to what could have been achieved at national level alone.

The evaluation will address all 27 Member States and cover the period since the Recommendation entered into application, i.e. June 2022 until December 2026.

B. Better regulation

Consultation strategy

No public consultation is envisaged for this initiative as the evaluation will draw on this Call for Evidence and a comprehensive set of consultation activities with EU-level and national stakeholders, ensuring broad stakeholder input. The targeted consultations will be conducted as part of a study commissioned to an external contractor and will use a combination of different methods, as described below.

- Semi-structured interviews will be carried out to gain strategic perspectives on policy design, governance and implementation challenges. They will engage:
 - EU level stakeholders, including representatives of the EU institutions and agencies, international organisations, social partners and network/umbrella organisations;
 - representatives of national authorities, including ministries responsible for employment, education and ILA schemes, managing authorities of EU funding, regional authorities and other stakeholders where relevant.
- Targeted surveys will be conducted to collect structured feedback on uptake, reach and usefulness. They will target:
 - Member State authorities through members of the Employment Committee Policy Analysis Group;
 - adult learners and education and training providers, identified through bodies responsible for ILAs and EU-level networks (e.g. the Electronic Platform for Adult Learning in Europe, Lifelong Learning Platform);
 - SMEs/associations, identified through EU-level umbrella organisations (e.g. SMEunited).
- Workshops will be held to validate findings, identify good practices and discuss cross-cutting challenges, engaging social partners, Mutual Learning Programme delegates, training providers and others.

The outcomes and analysis of all the consultation activities will be summarised in a synopsis report, which will be annexed to the evaluation's Staff Working Document.

Why we are consulting?

This Call for Evidence invites interested stakeholders to submit their views, as well as evidence, data or analyses on the implementation of ILAs. Your contribution will support the evaluation of the Recommendation's effectiveness, highlighting potential room for improvement. Alongside ongoing and planned consultations, this Call for Evidence seeks a broader range of perspectives and evidence to support the evaluation's conclusions.

Target audience

N/A

Data collection and methodology

To draw grounded and balanced conclusions, the evaluation will rely on a variety of data sources. These include:

- the [Staff working document \(SWD\(2021\) 369 final\)](#) impact assessment report accompanying the proposal for a Council recommendation on individual learning accounts;
- documents from the [Mutual Learning Programme](#);
- the biennial review by the [Employment Committee](#) Policy Analysis Group;
- EU datasets on adult learning, such as the Adult Education Survey (AES) and the EU Labour Force Survey (LFS);
- results from the 2025 Eurobarometer [Investing in Fairness](#);
- national monitoring and evaluation reports;
- case studies conducted as part of the study supporting the evaluation;
- other relevant studies and reports.

Throughout the study, the Commission will collect additional evidence, for instance on the costs and benefits related to the implementation of the Recommendation. Additionally, stakeholder consultations (i.e. interviews, surveys and workshops) will be used to complement the evidence gathered, as described in the consultation strategy.

Interviews with EU-level and national stakeholders will be conducted between Q2 and Q3 2026. Targeted surveys will take place between Q2 and Q4 2026. A thematic workshop with Member State representatives involved in the implementation of ILAs and other key stakeholders will occur in Q4 2026. Finally, a validation workshop with EU institutions, Member State representatives, social partners and other relevant stakeholders will be organised in Q1 2027.

The evaluation is supported by a study conducted by an external contractor.